

Message Text

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R 231716Z DEC 74

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TO SECSTATE WASHDC 6965

INFO USMISSION USBERLIN

AMEMBASSY BERLIN

AMEMBASSY LONDON

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AMEMBASSY MOSCOW

USMISSION NATO BRUSSELS

C O N F I D E N T I A L SECTION 01 OF 04 BONN 19641

E.O. 11652: GDS

TAGS: PGOV, PFOR, MILI, GE, WB, EB, US, UK, FR

SUBJECT: TRAVEL POLICY IN GDR AND IN BERLIN

REF: A) USBER 2279; B) STATE 268916; C) BERLIN 2212

(NOTAL); D) BONN 16390 (NOTAL)

SUMMARY: AT DEC 19 TRIPARTITE MEETING, AD REF AGREEMENT FOR RECOMMENDATION TO CAPITALS WAS REACHED, WITH TWO US BRACKETS, ON TRAVEL POLICY PAPER. HOWEVER, ON DEC 20 UK REP INFORMED OTHERS THAT UK EMB WOULD SEND PAPER "FOR INFO" TO LONDON BUT COULD NOT RECOMMEND IT TO FCO UNTIL UKBER AND UK EMB BERLIN HAVE HAD CHANCE TO COMMENT. END SUMMARY.

1. TRAVEL POLICY PAPER AGREED AD REF ON DEC 19 IS, WE

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THINK, ACCEPTABLE AND WORKABLE COMPROMISE OF VARIOUS

ALLIED VIEWS AND PRACTICES. PAPER WOULD PROVIDE SIMPLIFIED PROCEDURE FOR TRAVEL BY PERSONNEL OF EMBASSIES BERLIN BETWEEN EAST AND WEST SECTORS BY ISSUANCE TO THEM UNDER CERTAIN CIRCUMSTANCES OF WSB ALLIED FLAG CARDS (BOTH UK AND FRENCH REPS EMPHASITICALLY REJECTED POSSIBILITY OF APPROACH TO SOVIETS ON GDR PASSPORT-STAMPING QUESTION), AND WOULD AVOID MIXED PROCESSING OF ALLIED FORCES-REGISTERED CARS ON ACCESS AUTOBAHN. POINT BRACKETED BY US REP WAS PROVISIONS WHICH WOULD APPLY SPECIAL RESTRICTIONS ON TRAVEL BY ALLIED PERSONNEL ASSIGNED IN THE FRG, WHICH WERE DESIRED BY BRITISH PARTICULARLY BECAUSE OF "SPECIAL RESPONSIBILITIES FOR GERMANY WHICH ALLIED EMBASSIES IN BONN HAVE AS SUCCESSOR TO HIGH COMMISSIONS, "AND TO AFFORD ADDITIONAL PROTECTION TO MAINTENANCE OF ACCESS ROUTE. EMBASSY VIEW IS THAT THE BRACKETED LANGUAGE (IN PARA 7 OF PAPER) WOULD IMPOSE UNNECESSARY RESTRICTIONS WHILE NOT REALLY PROTECTING ANYTHING.

2. REGARDING MIXED PROCESSING, IN VIEW OF PRACTICAL PROBLEMS OUTLINED BY USBER (REFTEL A) AND OF FACT THAT UK PERSONNEL IN FORCES-REGISTERED VEHICLES HAVE OVER PAST YEAR ALREADY BEEN USING ACCESS AUTOBAHN UNDER GDR DOCUMENTATION AND CONTROLS, US REP ARGUED FOR PROVISION ALLOWING SUCH TRAVEL BUT UNDER CONDITIONS SITUATION WOULD BE CAREFULLY WATCHED, PERIODICALLY REVIEWED,, AND SUBJECT TO REVISION IF ACTUAL PROBLEMS DEVELOPED. UK AND FRENCH REPS, HOWEVER, HELD STRONGLY TO POSITION THAT MIXED PROCESSING MUST BE PROHIBITED, AND UK REP INDICATED BRITISH HAD MADE MISTAKE IN ALLOWING ANY TO HAVE OCCURRED--WHICH HE INSISTED HAD HAPPENED IN ONLY FOUR OR FIVE CASES. FRENCH, IN FACT, DESIRE TO GO EVEN FURTHER AND WILL MOST LIKELY ISSUE NATIONAL REGULATIONS PROHIBITING VEHICLES (BOTH PRIVATE AND OFFICIAL) REGISTERED AS EMBASSY OR CONSULAR WITH FRG PLATES FROM USING ANY OF HELMSTEDT-BERLIN AUTOBAHN UNDER GDR DOCUMENTATION.

3. COMMENT: SINCE WE SEEM TO BE VERY NEAR REACHING ALLIED AGREEMENT ON ACCEPTABLE, WORKABLE, AND USEFUL CONFIDENTIAL

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DOCUMENT, WE INTEND TO PATIENTLY KEEP AFTER BRITISH IN EFFORT TO CONCLUDE EXERCISE ASAP.

4. BEGIN TEXT:
PRINCIPLES AND PRACTICE FOR TRAVEL BY ALLIED (US,
UK AND FRENCH) PERSONNEL IN AND THROUGH EAST BERLIN AND
THE GDR.
INTRODUCTION

1. WITH THE RECOGNITION OF THE GDR AS A STATE BY FRANCE, THE UK AND THE US THERE CEASED TO BE A GENERAL OBJECTION IN PRINCIPLE TO THE ACCEPTANCE BY GOVERNMENT SERVANTS OF THE THREE POWERS OF GDR DOCUMENTATION AND CONTROLS. HOWEVER, IT REMAINS IMPORTANT THAT ALLIED RIGHTS ON THE LAND ACCESS ROUTES TO BERLIN AND THE ALLIED POSITION ON THE STATUS OF BERLIN SHOULD BE PRESERVED. AGAINST THIS BACKGROUND THE POLICY FOR TRAVEL BY ALLIED OFFICIAL PERSONNEL IN AND THROUGH EAST GERMANY AND IN BERLIN HAS BEEN RE-EXAMINED. THE AIM OF

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THIS PAPER IS TO PROVIDE GENERAL GUIDELINES; THE APPROPRIATE NATIONAL AUTHORITIES SHOULD BE CONSULTED ON THEIR

DETAILED APPLICATION. THE PAPER DOES NOT TAKE INTO ACCOUNT THOSE ASPECTS OF TRAVEL BY ALLIED PERSONNEL, E.G. SECURITY REGULATIONS, WHICH ARE ESSENTIALLY A NATIONAL RESPONSIBILITY AND ARE DEALT WITH BY NATIONAL AUTHORITIES. THE CONTENTS OF THE PAPER ARE AS FOLLOWS:

GENERAL CONSIDERATIONS - PARAGRAPHS 2-4

RULES FOR PERSONNEL OF ALLIED EMBASSIES TO THE GDR- PARAGRAPH 5

ALLIED PERSONNEL ASSIGNED TO THE MISSIONS AND GARRISONS IN WEST BERLIN - PARAGRAPH 6

ALLIED PERSONNEL FROM OUTSIDE BERLIN - PARAGRAPH 7.

GENERAL CONSIDERATIONS.

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2. THE AIMS OF THE RULES SET OUT BELOW ARE TO AVOID ANY PREJUDICE TO: (I) THE ALLIED LEGAL POSITION ON THE

QUADRIPARTITE STATUS OF GREATER
BERLIN;

(II) ALLIED RIGHTS OF ACCESS ALONG THE
TRANSIT ROUTES.

3. IN PURSUANCE OF AIM (I) ALL ALLIED PERSONNEL,
REGARDLESS OF THEIR PLACE OF ASSIGNMENT, SHOULD AVOID
PRACTICES WHICH COULD IMPLY RECOGNITION OF THE BOUNDARY
BETWEEN THE EASTERN AND WESTERN SECTORS OF BERLIN AS AN
INTERNATIONAL FRONTIER OR OF EAST BERLIN AS PART OF THE
GDR. THEY SHOULD CONSEQUENTLY:

(A) NOT ACCEPT GDR VISAS IN WHICH CROSSING POINTS
INSIDE BERLIN ARE SPECIFIED AS POINTS OF ENTRY
TO THE GDR;

(B) NOT ACCEPT GDR VISAS LIMITED ONLY TO BERLIN OR
CONTAINING OBJECTIONABLE LANGUAGE, E.G. "BERLIN,
HAUPTSTADT DER DDR";

(C) NOT USE GDR VISAS AT THE SECTOR BOUNDARY CROSS-
ING POINTS.

4. IN PURSUANCE OF AIM (II) ALLIED PERSONNEL ASSIGNED TO
OR SPONSORED BY MISSIONS OR GARRISONS IN WEST BERLIN
SHOULD AVOID PRACTICES IMPLYING THAT THE GDR HAS CONTROL
OVER ALLIED PERSONNEL STATIONED IN BERLIN FOR THE
PURPOSES OF THE "OCCUPATION" WHEN THEY ARE TRAVELLING
ON THE ACCESS ROUTES. THEY SHOULD THEREFORE:

(A) NOT TRAVEL ON THE TRANSIT ROUTES USING PASSPORTS
CONTAINING GDR VISAS;

(B) AVOID HAVING A GDR VISA AND A COMMANDANT'S STAMP
IN THE SAME PASSPORT;

(C) NOT TRAVEL BETWEEN BERLIN AND THE FRG THROUGH
GDR CONTROLS;

(D) NOT TRAVEL ON THE HELMSTED-BERLIN AUTOBAHN UNDER
GDR DOCUMENTATION IN VEHICLES BEARING ALLIED
REGISTRATION PLATES, I.E. PLATES ISSUED FOR THE
USE OF ALLIED FORCES IN BERLIN AND THE FRG.

PERSONNEL OF ALLIED EMBASSIES TO THE GDR

5. (A) PERSONNEL IN THIS CATEGORY AS IN ALL THE OTHER CATEGORIES SHOULD NOT USE GDR VISAS TO ENTER EAST BERLIN FROM WEST BERLIN AND THEY SHOULD AVOID HAVING THEIR PASSPORTS STAMPED AT CROSSING POINTS BETWEEN THE TWO

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PARTS OF THE CITY, I.E. THE WESTERN AND EASTERN SECTORS. AT SECTOR BOUNDARY CROSSING POINTS THEY MAY USE THEIR GDR DIPLOMATIC IDENTITY CARDS FOR ALLIED DOCUMENTATION OR FACILITIES WHICH THEIR OWN AUTHORITIES IN WEST BERLIN MAY BE AUTHORISED TO PROVIDE. CIRCUMSTANCES UNDER WHICH SUCH AUTHORIZATION MAY BE GIVEN INCLUDE: FIRST ARRIVALS (UNTIL THESE PERSONNEL HAVE RECEIVED THEIR GDR DOCUMENTATION); TEMPORARY DUTY PERSONNEL (SEE PARA 7); CLOSE RELATIVES OF EMBASSY PERSONNEL VISITING BERLIN; AND FOR

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USE BY EMBASSY PERSONNEL DURING ANNUAL GDR RECALL OF DIPLOMATIC AND STAFF ID CARDS. NON-DIPLOMATIC STAFF OF EMBASSIES IN EAST BERLIN ARE REQUIRED BY THE EAST GERMANS TO SHOW PASSPORTS WITH THEIR ID CARDS WHEN PASSING BETWEEN WEST AND EAST BERLIN. THESE WILL NOT BE STAMPED BY THE GDR AUTHORITIES PROVIDED THERE IS ALREADY AN ENTRY STAMP ISSUED AT DREWITZ OR ANY OTHER CROSSING POINT INTO THE GDR.

(B) PERSONNEL ARRIVING BY AIR IN WEST BERLIN EN ROUTE TO A POST IN EAST BERLIN SHOULD NOT USE THEIR GDR VISA TO ENTER EAST BERLIN FROM WEST BERLIN. THEY CAN ENTER EAST BERLIN BY TRAVELLING BY EMBASSY CAR VIA DREILINDEN, ENTERING THE GDR AT DREWITZ AND THENCE PROCEEDING BY THE BERLIN RING (SEE ALSO A ABOVE).

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(C) PERSONNEL IN THIS CATEGORY TRAVELLING FROM THE FRG OR OTHER STATES IN OR THROUGH THE GDR SHOULD DO SO UNDER NORMAL GDR CONTROLS. THEY SHOULD NOT ATTEMPT TO USE BERLIN TRAVEL DOCUMENTS ("FLAG ORDERS") OR PASS THROUGH ALLIED OR SOVIET CHECKPOINTS, NOR SHOULD THEY TRAVEL ON ALLIED MILITARY TRAINS THROUGH THE GDR.

(D) PERSONNEL PLANNING TO ARRIVE BY AIR AT SCHOENEFELD SHOULD OBTAIN A GDR VISA PRIOR TO THE START OF THE JOURNEY. THIS IS TO ENSURE THAT THEY WILL NOT BE PLACED IN A POSITION WHERE THEY ARE COMPELLED TO ACCEPT A VISA AT SCHOENEFELD WITH OBJECTIONABLE LANGUAGE, SUCH AS REFERENCES TO "BERLIN, THE CAPITAL OF THE GDR" ETC. WHEN OBTAINING VISAS FROM A GDR MISSION OVERSEAS, THEY SHOULD LIKEWISE CHECK THAT THE LANGUAGE IS NOT INCONSISTENT WITH THE ALLIED POSITION ON THE STATUS OF BERLIN.

ALLIED PERSONNEL ASSIGNED TO THE MISSIONS AND GARRISONS IN WEST BERLIN

6 (A) PERSONNEL IN THIS CATEGORY SHOULD CONTINUE TO TRAVEL TO WEST BERLIN FROM THE FRG AND VICE VERSA ON THE EXISTING ROAD AND RAIL ACCESS ROUTES, BEARING BERLIN TRAVEL DOCUMENTS ("FLAG ORDERS") AND PASSING THROUGH THE ALLIED AND SOVIET CHECKPOINTS. THEY SHOULD NOT ACCEPT GDR CONTROLS. PASSPORTS USED ON THESE ROUTES FOR IDENTIFICATION SHOULD BE FREE OF GDR VISAS. PERSONNEL SHOULD TRAVEL WITHIN GREATER BERLIN UNDER EXISTING

QUADRIPARTITE PROCEDURES WHICH REQUIRE THAT THERE SHOULD BE NO SUBMISSION TO GDR CONTROLS IN EAST BERLIN OR AT THE CROSSING POINTS BETWEEN EAST AND WEST BERLIN.

(B) SUBJECT TO NATIONAL REGULATIONS, PERSONNEL MAY TRAVEL IN THE GDR AND THROUGH THE GDR TO OTHER COUNTRIES EXCEPT THE FRG. FOR SUCH TRAVEL THEY CAN ACCEPT GDR VISAS, BUT WHERE POSSIBLE THEY SHOULD AVOID ACCEPTING SUCH A VISA IN A PASSPORT WHICH ALREADY CONTAINS A COMMANDANT'S STAMP (E.G. BY USING A SECOND PASSPORT). THEY SHOULD NOT USE THESE VISAS FOR ENTRY FROM WEST BERLIN TO EAST BERLIN EN ROUTE FOR THE GDR VIA EAST BERLIN; THEREFORE, THEY SHOULD ONLY LEAVE BERLIN FROM THE WESTERN SECTORS AND ENTER BERLIN INTO THE WESTERN SECTORS. THEY SHOULD NOT AT ANY POINT TRAVEL ON THE HELMSTEDT-DREWITZ AUTOBAHN WITH GDR DOCUMENTATION IN

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VEHICLES WITH ALLIED REGISTRATION PLATES.

(C) CONSULAR PROTECTION FOR ALLIED PERSONNEL TRAVELLING ON GDR VISAS SHOULD NORMALLY BE PROVIDED BY THE RESPECTIVE EMBASSIES IN EAST BERLIN, SUBJECT TO NATIONAL REGULATIONS AND THE CIRCUMSTANCES OF THE CASE IN QUESTION.

(D) PERSONNEL ON OFFICIAL DUTY IN GREATER BERLIN OR TRAVELLING ON THE HELMSTEDT-BERLIN AUTOBAHN UNDER

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MILITARY AUSPICES WHO HAVE ACCIDENTS OR OTHERWISE
ENCOUNTER DIFFICULTIES SHOULD BE GIVEN ANY NECESSARY
PROTECTION BY THE ALLIED MISSIONS IN WEST BERLIN OR BY
OTHER EXISTING PROCEDURES (E.G. BY THE ALLIED MILI-
TARY LIAISON MISSIONS).

ALLIED PERSONNEL FROM OUTSIDE BERLIN.

F. (A) IF PERSONNEL IN THIS CATEGORY ARE TRAVELLING TO
WEST BERLIN ON OFFICIAL DUTY, THEY SHOULD BE SPONSORED
AND SHOULD PROCEED AS IN 6 A ABOVE. BEGIN US BRACKETS.
IF THEY ARE STATIONED IN THE FRG, THEIR LEAVE TRAVEL TO
BERLIN SHOULD ALSO BE SPONSORED. END US BRACKETS.
B. IF PERSONNEL ARE VISITING ALLIED EMBASSIES IN EAST
BERLIN, THEY SHOULD PROCEED AS IN 5 B AND C ABOVE. THEY
MAY ALTERNATIVELY BE SPONSORED BY THEIR AUTHORITIES IN
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WEST BERLIN AND, SUITABLY DOCUMENTED, MAY VISIT THE
EMBASSIES UNDER ARRANGEMENTS MADE BY THE ALLIED AUTHORI-
TIES IN WEST BERLIN IN EXERCISE OF THEIR RIGHT TO FREE
CIRCULATION IN GREATER BERLIN.

C. PERSONNEL MAY, SUBJECT TO NATIONAL REGULATIONS,
TRAVEL IN OR THROUGH THE GDR ON DUTY OR OTHERWISE
ACCEPTING GDR DOCUMENTATION AND GDR CONTROLS BEGIN US
BRACKETS BUT NOT IF SPONSORED AS IN 1 ABOVE. END US
BRACKETS. THEY SHOULD NOT USE GDR VISAS TO
CROSS FROM EAST BERLIN INTO WEST BERLIN, NOR SHOULD THEY
ACCEPT VISAS WHICH SPECIFY CROSSING POINTS ON THE BERLIN
INTER-SECTOR BOUNDARY AS POINTS OF ENTRY.

D. PERSONNEL FROM THE GARRISONS AND MISSIONS IN THE
FRG WISHING TO TRAVEL BETWEEN BERLIN AND THE FRG IN
VEHICLES WITH ALLIED REGISTRATION NUMBERS MUST DO SO ON
THE HELMSTEDT-BERLIN AUTOBAHN, USING "FLAG ORDERS".
THESE TRAVELLERS SHOULD NOT SUBMIT TO GDR PROCESSING.

THIS AUTOBAHN IS NOT TO BE USED FOR TRAVEL TO DESTINATIONS IN THE GDR (OR TO BERLIN) BY PERSONNEL WITH GDR DOCUMENTATION WHO ARE TRAVELLING IN VEHICLES WITH ALLIED REGISTRATION NUMBERS.

E. CONSULAR PROTECTION FOR ALLIED PERSONNEL TRAVELLING UNDER ALLIED SPONSORSHIP WILL BE PROVIDED BY THE ALLIED MISSIONS IN WEST BERLIN. CONSULAR PROTECTION FOR ALLIED PERSONS IN THE GDR ON GDR VISAS WILL BE PROVIDED BY THE RESPECTIVE EMBASSIES IN EAST BERLIN. END TEXT.

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